# ATTACHMENT 3 APPEAL APPLICATION FORM AND ATTACHMENTS



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Appeal of Planning Commission Decision/Rehearing: \$1,220.00

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SCHEDULED FOR THE CITY COUNCIL/PLANNING COMMISSION MEETING OF:

If appeal, rehearing, or review is for a person or body other than City Council/Planning Commission, date of hearing of appeal, rehearing, or review:

### Jackson DeMarco Tidus Peckenpaugh

A LAW CORPORATION

September 29, 2014

Direct Dial: 949.851,7638

Email:

pgosney@jdtplaw.com

Reply to: File No: Irvine Office 2294-00260

### VIA HAND DELIVERY

Members of the City Council City of Costa Mesa Attn: Brenda Green, City Clerk 77 Fair Drive Costa Mesa, CA 92626

Re: rePlanet Recycling -Conditional Use Permit PA-87-154

Dear Honorable Councilmembers:

We represent rePlanet Recycling ("rePlanet"), in connection with its Conditional Use Permit PA-87-154 (the "CUP") to operate a small beverage container recycling and redemption center ("Recycling Center" or "Center") in the parking lot area of the Stater Bros. supermarket located at 2180 Newport Boulevard ("Site") in the City of Newport Beach ("City"). We request that you include this letter and the accompanying attachments as part of the administrative record in this matter.

In accordance with Municipal Code section 13-29(j), this letter serves as formal notice of rePlanet's appeal of Planning Commission's approval of Resolution No. PC-14-44 on September 22, 2014, revoking the CUP and finding that the Center constituted a public nuisance under Municipal Code section 13-17.

#### 1. INTRODUCTION.

On September 22, 2014, the Planning Commission adopted Resolution No. PC-14-44 revoking the CUP and finding that the Center constituted a public nuisance under Municipal Code section 13-17. The Planning Commission based its decision on a series of isolated incidents involving after-hours bin pickups and longstanding problems associated with homeless in the surrounding neighborhood. In reaching its decision, the Planning Commission disregarded the fact that there have been no complaints or issues for nearly four (4) months at the Site as a result of operational improvements that rePlanet volunteered to implement and, with the assistance of Stater Bros. has diligently enforced. As long as these measures remain in place and continue to be actively implemented at the Site, as rePlanet and Stater Bros. have committed to do, there is every reason to believe that the City's and residents' concerns related to operation of the Center will be eliminated. For these reasons, as well as those discussed more fully below, the

Planning Commission erred in revoking the CUP and terminating rePlanet's right to operate the Recycling Center at the Site.

Finally, in the event that the City Council upholds the Planning Commission's decision to revoke the CUP, rePlanet respectfully requests that the City delay the effective date of the revocation until January 1, 2015, or some such other date that will allow sufficient time for the City to act upon a forthcoming application by rePlanet to relocate the Recycling Center to a new location at the Albertsons store at 2300 Harbor Boulevard.

### 2. BACKGROUND.

### A. History and Legislative Policies Underlying the Act.

In 1986, the California Legislature adopted AB 2020, subsequently incorporated into the Public Resources Code as the California Beverage Container Recycling and Litter Reduction Act (Public Resources Code, §§ 14500 et seq.) (the "Act"). The Act set forth a legislative policy of promoting recycling, redemption and other conservation values, as well as reducing the amount of litter attributable to recyclables.

Under the Act, the California Legislature declared its intent to make recycling and redemption services convenient, efficient and economical for consumers, and expressly urged "cities and counties, when exercising their zoning authority, to act favorably on the siting of multimaterial recycling centers, reverse vending machines, mobile recycling units, or other types of recycling opportunities, as necessary for consumer convenience, and the overall success of litter abatement and beverage container recycling in the state." (Pub. Res. Code, § 14501, subd. (e) [emphasis added].) In order to accomplish these goals, the State of California Department of Conservation ("DOC") requires that a "Convenience Zone" be designated within a one-half mile radius of a supermarket that meets certain designated criteria, and that the supermarket creating the "Convenience Zone" be responsible for providing recycling/redemption services within that particular area. Furthermore, as of July 1, 2012, a city or county that adopts or enforces a land use restriction "that prevents the siting of a supermarket [recycling center] site," such as the amended ordinance, shall not be eligible to receive any payments, grants or loans from the State Department of Recycling. (Pub. Res. Code, § 14583.)

Long before the Act required that supermarkets meeting the designated criteria provide recycling and redemption services, local markets performed these functions by accepting redeemable containers inside the store. After the Act was passed, designated supermarkets continued to comply with the Act in this manner. However, as provisions of the Act increased the types of recyclable containers, supermarkets found themselves overwhelmed by the increased volume of redemptions and struggling to function as both grocery stores and redemption centers. In addition, serious public health and safety problems arose when used beverage containers were stored in proximity to new food products.

As a result, the majority of supermarkets began contracting with companies like rePlanet to provide recycling and redemption services outside of the store via reverse vending machines

or employee-operated collection centers. Initially, these recycling centers were allowed to operate without permits; however, as the centers became more prevalent and popular, cities began requiring permits and/or regulating their operation via specific municipal code provisions. The CUP, and operation of a recycling center at the Site, predates the adoption of the City's land use ordinance.

### B. <u>History of the Recycling Center and Operational Improvements by rePlanet</u> and Stater Bros. to Address the Concerns of Local Residents.

rePlanet and its predecessors have been operating at the Site and enabling City residents and local employees to obtain their CRV redemption fees since September 14, 1987 – a period of nearly thirty (30) years. At present, the Recycling Center is the only beverage container recycling facility in the entire City of Costa Mesa. The staggering number of beverage containers processed by the Recycling Center on a monthly (approximately 450,000) and annual (nearly 5.5 million) basis is a testament to the significant interest in, and need for, the continued operation of the Center at the Site. This works out to over \$275,000 annually (approximately \$23,000 per month) in CRV redemption money being put back into the hands of City residents who, in large part, turn around and spend the money at local businesses and grocery stores.

For more than 25 years there was not one complaint from the City or its residents related to operation of the Center. The CUP was renewed by the City every 2 years (1990, 1992, 1994, 1996, 1998, 2000, 2002, 2004, 2006, 2008, and 2010) until 2012 when operation of the Center by rePlanet's predecessor, EarthWize, created concerns among residents related to noise, littering and loitering. At a Planning Commission hearing on July 9, 2012, the City granted an extension on the CUP to September 2013.

On July 12, 2013, approximately one year after the July 9, 2012, Planning Commission hearing, rePlanet took over operation of the Center from EarthWize. Mindful that the CUP would be coming up for reevaluation by the Planning Commission in September 2013, rePlanet began immediately meeting with residents, the City and Stater Bros. to identify and address concerns related to the prior operation of the Center. Upon rePlanet's request, the City agreed to continue the September 9, 2013, Planning Commission hearing to November 12, 2013, to allow additional time for rePlanet to work with the parties to resolve these issues.

On September 4, 2013, rePlanet representatives met with local residents to discuss their concerns. Following the meeting, rePlanet immediately implemented several operational changes to eliminate the perceived problems with the Recycling Center, including:

- Relocating the Center to a different area of the parking lot adjacent to Newport Boulevard and further away from local residences and installing planters with landscaping to screen the Center from residents;
- Doubling the number of attendants during all hours of operation while significantly reducing the hours of operation for the Center to 9:00 a.m. to 4:30 p.m. on Monday and Wednesday through Saturday;

- Strictly enforcing rePlanet's existing policies against loitering and the use of shopping carts by customers, and tracking all customers that have been refused service using a "Refuse Service Tracking Log";
- Coordinating with Stater Bros. and local law enforcement to address after-hours loitering problems from homeless persons in the surrounding neighborhood; and
- Increased pressure washing and Site clean-up and maintenance operations.

These operational changes were subsequently incorporated into revised conditions of approval that were adopted by the Planning Commission at the continued hearing on November 12, 2013, as part of an extension of the CUP to March 10, 2014.

There is no dispute that rePlanet immediately complied and has continued to comply with these operational modifications since they were first implemented after the November 12, 2013, hearing. rePlanet relocated the Center on January 6, 2014, after securing the necessary approvals, and installed landscaping screen planters on February 6, 2014 (purchased from a local business, Armstrong's Nursery). The planters were removed by Stater Bros. in May 2014 after heavy Santa Ana winds caused them to fall over and break. rePlanet also installed stanchions to direct/position customers closer to Newport Boulevard and further away from local residences. Further, rePlanet reduced the hours of operation even further than required under the conditions of approval (from 4:30 p.m. to 3:30 p.m.). In addition, rePlanet worked with Stater Bros. to implement additional operational improvements at the Site, including regular policing of the parking area and refusal of service to prevent loitering and homeless activities and increase daily cleanup activities.

On March 10, 2014, the City Planning Commission held a hearing to further evaluate rePlanet's compliance with the revised conditions of approval. rePlanet representatives spoke about the extensive efforts that they had made to address residents' concerns and comply with the conditions of approval. Several residents also appeared and spoke in support of the Center and rePlanet submitted a petition containing signatures from more than 200 local residents and registered voters. (See Exhibit 1.) In addition, the Stater Bros. store manager spoke about all of the operational improvements that Stater Bros. had implemented and their increased vigilance in working with the police to prevent homeless and others from loitering in the area. Based solely on a few isolated incidents of after-hours bin pickups and incidents involving two residents and local homeless, the Planning Commission directed City staff to prepare findings for revocation of the CUP and work with rePlanet on potential options for relocating the Recycling Center to a new site.

Notwithstanding the above, since the end of May 2014, there has not been a single complaint by residents or any other problem associated with the Recycling Center.

#### C. Potential Relocation of the Recycling Center.

Per the Planning Commission's direction at the March 10, 2014, hearing, rePlanet met with City staff and representatives from Albertsons on July 15, 2014, to discuss the potential relocation of the Center to the Albertsons supermarket located at 2300 Harbor Boulevard in the

City. Following a visit to the Albertsons location on July 23, 2014, the City agreed that Albertsons would be a suitable relocation site for the Center. rePlanet immediately began working with Albertsons and the underlying property owner on a permit application for the project. The parties continue to work diligently to complete and finalize the application.

### 3. ARGUMENT,

## A. The City Council Should Vacate Resolution No. PC-14-44 and Reinstate the CUP Based on rePlanet's Demonstrated Compliance with the Conditions of Approval.

As outlined above, rePlanet has implemented numerous operational improvements at the Site to address the concerns of neighbors and comply with the updated conditions of approval adopted by the City at the November 12, 2013, Planning Commission hearing. Aside from a handful of isolated incidents that occurred early on (and that have since been fully and completely addressed so as to ensure that there are no repeat occurrences), rePlanet has delivered on each and every promise it made to residents and the City about improving operations at the Site. The fact that there has not been one single incident or complaint about the Center for more than four (4) months is a testament to the effectiveness of these measures and to rePlanet's dedication to ensuring that these improvements continue to be enforced at the Center. In light of this track record of compliance and improved conditions at the Site, the City Council should reject the Planning Commission's decision to revoke the CUP.

Furthermore, the City should not hold rePlanet accountable for longstanding homelessness, loitering and litter impacts that occur outside of rePlanet's hours of operation and are not directly attributable to the Recycling Center itself or its customers. The City has had a homeless population since long before rePlanet or its predecessors began operating the recycling center at the Site. The presence of homeless in the neighborhood surrounding the Site is unsurprising given the fact that the Crossings Church (located near the Site at 2115 Newport Boulevard) provides extensive support services to local homeless, including storage facilities, food, and a mobile "wash" unit for laundry and showers. It is unfair to lay the blame for this societal problem at rePlanet's feet and label the Recycling Center a nuisance, particularly given all that rePlanet has done (and continues to do) to work with law enforcement and Stater Bros. to minimize the homelessness and loitering impacts at the Site. rePlanet does all it can to discourage loitering and ensure that the Site and facility are clean and free of trash and debris; however, it can only do so much. Rather than "enabling the site to become a popular loitering spot for the homeless and drug users," as the City has suggested (see Resolution No. PC-14-44, § C(c)) rePlanet, along with Stater Bros., are leading the fight to improve these conditions.

Finally, the Planning Commission's findings that rePlanet had failed to install landscaping or a "vestibule" to screen operations at the Center are baseless. As noted above, rePlanet spent more than \$2,000 at a local nursery purchasing planter boxes that were installed on February 6, 2014. After several months, the boxes were blown over during a windstorm and discarded by Stater Bros. staff. Due to logistical issues in the parking lot and location of the Center, rePlanet is unable to install more fortified screening and landscaping. Nonetheless, since

the broken planters were removed in May 2014, rePlanet and Stater Bros. have been working on developing additional landscaping/screening alternatives for the Site.

In sum, the City Council should not uphold the Planning Commission's revocation of the CUP because rePlanet has demonstrated that the operational improvements implemented at the Site are working and continued efforts to enforce them will eliminate all of the City's and residents' concerns. The City Council cannot revoke the CUP based upon impacts that occur outside of the Center's hours of operation and outside of rePlanet's scope of control.

### B. The City Fails to Understand the Significant Impacts That Will Result from Revocation of the CUP.

The "convenience zone" and surrounding area served by the Recycling Center at the Stater Bros. shopping center includes 3 separate supermarkets located in and around the City, (including Stater Bros.), as well as 16 retailers that sell beverages in CRV recyclable containers. If the City revokes the CUP and shuts down rePlanet's Recycling Center, then these 3 local supermarkets and 16 businesses will become "unserved" and will either be required to collect beverage containers inside the store by hand (possibly damaging their food facility license and public health because they may have to collect containers at the cash register), or else pay a mandatory fine of \$100 per day. The cumulative cost of the fines, which are individually assessed against each store that is not "served," adds up to over \$36,000 annually per store (or \$684,000 cumulatively). These costs would be passed on directly to local consumers in the form of higher prices as stores would have to sell several million dollars more in product in order to make up for the penalties. Thus, the City would be taking money out of the pockets of City residents at a time of great economic need by denying them the right and ability to conveniently obtain their CRV.

Moreover, there is no dispute that a significant demand exists in the City for CRV beverage container recycling. The staggering number of beverage containers processed by the Recycling Center on a monthly (approximately 450,000) and annual (nearly 5.5 million) basis is a testament to the significant interest in, and need for, the continued operation of the Center at the Site. As discussed earlier, this works out to over \$275,000 annually (approximately \$23,000 per month) in CRV redemption money being put back into the hands of City residents who, in large part, turn around and reinvest the money locally at City businesses and grocery stores. In addition, at the March 10, 2014, Planning Commission hearing rePlanet submitted a petition with signatures from over 200 residents of the City and registered voters confirming their desire that the rePlanet Center remain in operation. A copy of the Petition, which was inexplicably not included as part of the Planning Commission's September 22, 2014, Evidence Packet, is attached as Exhibit 1 to this letter.

Thus, City residents, businesses and Stater Bros. all support the continued operation of the Center at the Site. rePlanet strongly urges the City to listen to, and act in the best interests of, all of its residents and businesses and <u>not</u> revoke the CUP.

# C. If the City Council Determines to Revoke the CUP, Then it Should Make the Revocation Effective January 1, 2015, to Allow Sufficient Time for the Albertsons Permit Application to be Submitted and Acted Upon by the City.

As discussed above, the City Council should reject the Planning Commission's decision to revoke the CUP given rePlanet's demonstrated commitment to comply with the November 12, 2013, conditions of approval, as evidenced by the absence of any complaint or issue since May 2014, as well as rePlanet's extensive efforts to work with local residents – rePlanet's customers – to identify and address their concerns. In the event that the City Council decides to uphold the Planning Commission's decision and validate Resolution No. PC-14-44, then rePlanet requests that the Council modify the revocation so that it does not become effective until January 1, 2015, or some other such future date that will allow sufficient time for rePlanet's permit application for the Albertson's location to be finalized, submitted and considered by the Planning Commission.

The requested revocation date extension would be consistent with State policy under the Act requiring cities and counties to make beverage container recycling convenient and economical in that it would ensure local residents could continue to obtain their CRV redemptions at the Stater Bros. location until a suitable alternative site is up and running. The extension would also benefit Stater Bros., Albertsons and the 17 other supermarkets and beverage container retailers in the State Bros. convenience zone by enabling them to avoid losing their exempt status under the Act and, as a result, having to either incur significant daily fines or accept recyclables inside the store where potential health and safety impacts may arise.

#### 4. CONCLUSION.

For the reasons set forth above, rePlanet respectfully requests that the City vacate Resolution PC-14-44 and reverse the Planning Commission's decision to revoke the CUP, and allow rePlanet to continue providing all of the citizens of the City of Costa Mesa with recycling and redemption services in a convenient, efficient, and economic manner.

Sincerely,

Paige H. Gosney

PHG/dt Enclosure

cc: City Council Members
Planning Commission Members
Gary Armstrong, Director of Development Services
Tom Hatch, City Manager
Tom Duarte, City Attorney

# EXHIBIT 1

Petition in support of rePLANET Recycling's continued operation of the recycling center located at: Stater Bros # 25 - 2180 Newport Blvd, Costa Mesa, CA 92627

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Petition in support of rePLANET Recycling's continued operation of the recycling center located at: Stater Bros # 25 - 2180 Newport Blvd, Costa Mesa, CA 92627

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Petition in support of rePLANET Recycling's continued operation of the recycling center located at: Stater Bros # 25 - 2180 Newport Blvd, Costa Mesa, CA 92627

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